

ESTIMATES COMMITTEE

THIRTY-SIXTH REPORT

1956-57

**ACTION TAKEN BY GOVERNMENT ON THE
RECOMMENDATIONS CONTAINED IN THE
SECOND REPORT
OF THE ESTIMATES COMMITTEE**



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LOK SABHA SECRETARIAT
NEW DELHI

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CONTENTS

	PAGES
Composition of the Committee	(i)
Introduction	(ii)
1. Report	1—2
2. Recommendations that have been accepted by the Government	3—13
3. Replies of the Government that have been accepted by the Committee	14—30
4. Replies of the Government that have not been finally accepted by the Committee and are being pursued	31—40

Appendices

I. Statement showing number of local calls made from residential telephones in respect of various Ministries of the Government of India	41—42
II. The present position of review of rationalisation of work in certain Ministries of the Government of India	43—45
III. Note regarding implementation of the Indian Civil Administration Cadre Scheme	46—49
IV. Note regarding canteens and provision of amenities	50—52
V. A brief note on the progress of installation of PBX for Ministries	53
VI. Note regarding disposal of cases in Ministries etc.	54—55
VII. Views of the Cabinet Secretariat, O & M Division regarding the recommendations in para's 12 and 13 of the Second Report	56

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30. Shri Choithram Partabrai Gidwani.

SECRETARIAT

Shri S. L. Shakhder—*Joint Secretary.*

Shri A. R. Shirali—*Deputy Secretary.*

Shri C. S. Swaminathan—*Under Secretary.*

*Resigned on 20th November, 1956.

**Died on 6th October, 1956.

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee present this Thirty-Sixth Report on the action taken or views held by the Government on the recommendations contained in the Second Report.

2. The Second Report of the Estimates Committee was presented to the House on the 9th February, 1951. Government laid a statement on the Table of the House showing progress made in regard to the recommendations contained in that Report on the 8th June, 1951. The Government further laid a statement on the Table showing further progress of action taken on that Report on 18th September, 1951 and 9th July, 1952. These statements were considered by the Sub-Committee of the Estimates Committee, 1955-56 during their sitting on the 16th October, 1955. The main Committee considered the views of the Sub-Committee on the replies by the Government on the 28th November, 1955 and 8th December, 1955. This report embodies the views of the Committee during these sittings. The views of the Committee have been communicated to Government. Further replies received from Government have also been included in this Report.

3. The Report has been divided into four Chapters:

- I. Report.
- II. Recommendations that have been accepted by the Government.
- III. Replies of the Government that have been accepted by the Committee.
- IV. Replies of the Government that have not been finally accepted by the Committee and are being pursued.

BALVANTRAY G. MEHTA,

*Chairman,
Estimates Committee.*

NEW DELHI;
The 1st December, 1956.

CHAPTER I

REPORT

The Estimates Committee in paras 12 and 13 of their Second Report had recommended that the proposals made by officers of a subordinate department or a Ministry should be attended to by officers of equivalent or higher rank in the receiving Ministry and should be disposed of without their being sent through the mill of Assistant to Secretary forwards and backwards and that Secretariat Officers should as a rule confine themselves to matters of policy and should devolve complete responsibility upon heads of subordinate offices to carry out the day to day administration in accordance with that policy. Government have stated in reply that the adoption of a strict rule regarding the level of officers who will attend to cases emanating from attached and subordinate offices was fraught with disadvantages (*vide* Chapter IV, S. Nos. 9 and 10). They have further stated that although the suggestion that the execution of the accepted policy should be left completely in the hands of subordinate offices was acceptable and with this end in view the Reorganisation Wing of the Ministry of Home Affairs was carrying out a review, yet, owing to present unsettled conditions, certain amount of overlapping of functions was unavoidable. The Committee are of opinion that as early as possible Government should precisely define the responsibilities of officers at each tier of the organisation and that there should be no overlapping of functions. Accordingly, the Committee have forwarded a copy of their original recommendations along with the remarks of the Government to the Organisation and Methods Division, for examination of the possibilities of eliminating certain tiers in the organisation of the Secretariat.*

2. In para 21 of the Report, the Estimates Committee had recommended that where telephones are installed at residences of officers, Government should make a rule to pay only for a limited number of calls which should be arrived at by taking an average of the calls that can normally be made on official business on a telephone, and that 50 per cent of the additional charges on account of calls made over and above this basic number should be paid by the officers concerned. Government have replied that the number of telephones from which calls in excess of 180 per month (which were treated as normal official calls) were made was relatively small, and further that the process of recovery of charges on the basis suggested by the Committee would entail additional administrative and accounting work incommensurate with the savings to be realised, besides involving recovery from individuals who made calls largely on Government account. At the request of the Committee, the Ministry of Home Affairs have furnished a statement (Appendix I) showing the statistics of calls made from telephones installed at the residences of officers in Delhi. The Committee observe that the number of calls made in excess of 180 per month is considerable. The Committee would, therefore, like to reiterate the recommendation for recovering from the officers 50 per cent of the additional charges for calls made over and above a basic number.

3. In para 22 the Committee had recommended that the system of issuing telegrams and cablegrams or making trunk calls should be reduced

*The reply of the O & M Division was received after the Report was finalised and is reproduced at Appendix VII.

to the minimum. They had suggested that the inexpensive surface mail should be made use of. Government have accepted these recommendations and have stated that instructions already exist on the subject. The Committee further recommended after examination of the reply of Government that the instructions on the subject should include a procedure for a periodical review at a very high level of the number of telegrams, cablegrams and trunk-calls and, where there is a considerable variation in the number, for a scrutiny of the reasons with a test check of actual cases. To this the Ministry of Home Affairs have replied that the results of such a review may not be commensurate with the labour and expense which it would involve and that the expenditure on postal and telephone charges does come up for a review more than once during the year as a part of the normal budgetary review made by every controlling authority from time to time. The Committee are not convinced by the reply and feel that a procedure of the type proposed by them above would help to exercise adequate control in this respect.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Sl. No. of the Report	Summary of Recommendations	Reply of the Government
1	2	3
1	<p>In order to secure co-ordination of work and unified control over allied subjects and policies relating thereto urgent and effective action should be taken to reorganize the work of the Secretariat on better and more methodical lines. The work initiated in this regard by the Reorganisation Wing of the Ministry of Home Affairs should be expedited and decisions taken soon.</p>	<p>The principle underlying the recommendation is accepted and with this end in view the Department of Scientific Research and the Ministries of Agriculture, Food, W.M. & P., Commerce and Industry and Supply have been regrouped and re-constituted as under:—</p> <ol style="list-style-type: none"> (1) Ministry of Natural Resources & Scientific Research. (2) Ministry of Commerce and Industry. (3) Ministry of Food and Agriculture. (4) Ministry of Works, Production and Supply.

The question of the rationalisation of work in other Ministries is under review by the Reorganisation Wing of the Ministry of Home Affairs. (*Statement laid on the Table on the 8th June, '51.*)

Recently a further regrouping and reconstitution of certain Ministries has taken place. The Ministry of Works, Production and Supply has been reconstituted into (i) Works, Housing and Supply and (ii) Production. A new Ministry known as the Ministry of Irrigation & Power has also been constituted. With a view to secure greater rationalisation a certain amount of redistribution

*NOTE:—Sl. No. of the recommendations as given in the Appendix to the Second Report.

has been made in the existing allocation of business among these three Ministries and the Ministries of N. R. & S. R., Health, Labour, Food and Agriculture and Education.

The rationalisation of work in other Ministries is also under review.

A team consisting of specially qualified officers of the Ministries of Home Affairs and Finance has been appointed to conduct an objective review of the organisation and staff requirements of various Ministries. These officers are now engaged in a study of the requirements of the Ministry of Food and Agriculture and its Attached and Subordinate Offices. (*Statement laid on the Table on the 9th July, 1952*).

A note on this subject is enclosed (Appendix II).

Ministry of Home Affairs O.M. No. 12/1/56-Ests (A), dated the 19th September, 1956

3 4 The old system according to which officers deputed from States to the Centre had to return to their respective Governments after completion of tenure period should be restarted.

This is accepted. The Indian Civil Administration (Central) Cadre Scheme which has recently been sanctioned by Government is intended to re-establish the normal working of the system of deputation on a tenure basis. The Home Ministry are taking all necessary steps for the implementation of this Scheme as quickly as possible. (*Statement laid on the Table on the 8th June, 1951*).

The Indian Civil Administration (Central) Cadre Scheme sanctioned by Government in their Resolution dated the 20th Decem-

ber, 1950 provides for the deputation to the Centre on a strictly tenure basis of officers from State Governments in addition to a certain number who would be retained here on quasi-permanent basis. Steps are being taken for the implementation of the Scheme. Selection of officers for quasi-permanent deputation to the Centre has been entrusted to the Central Establishment Board with the Chairman of the U.P.S.C. as Chairman. A meeting of the Board was held before the Chairman, U.P.S.C., proceeded to U.K. and action is being taken to secure and sift all the necessary materials in accordance with the directions of the Board. Further action will be taken after the Chairman's return to India. The intention is that all officers not selected for quasi-permanent deputation to the Centre should be reverted to their parent cadres on completion of their respective periods of tenure, and their places filled by other officers borrowed from similar sources. (*Statement laid on the Table on the 9th July, 1952*).

A note on this subject is attached (Appendix III).

(*Ministry of Home Affairs O.M. No. 12/1/56 Esis. (A), dated the 19th September, 1956*).

8 . Posts of Assistants created for routine or semi-routine type of work should be down-graded and the less important duties entrusted to Second Division Clerks which cadre should be reintroduced.

5 This recommendation is acceptable in principle. The whole question of the strength of Clerks, Asstt. Supdts., etc. is shortly to be subjected to a critical examination and the question of the fixation of the strength of this cadre will be decided at the same time. (*Statement laid on the Table on the 8th June, 1951*).

8 The method of disposal of work in the Secretariat should be so revised that as many papers as are possible are disposed of by the officers themselves at each level.

11 The underlying suggestion of the recommendation is accepted and action is being taken accordingly.

An attempt is being made to modernise and rationalise office procedure. A new pamphlet on office procedure is being prepared in the Ministry of Home Affairs which would substantially meet with the Committee's recommendations as regards the speedy and businesslike disposal of work. As stated in reply to starred question No. 4688 in the Parliament so far as the Finance Ministry is concerned, a change in the office procedure, has already been introduced with the object of:

- (a) eliminating unnecessary examination and noting by Assistants;
- (b) simplifying the method of disposal of cases; and
- (c) speeding up the disposal of cases.

It has also been provided that, immediately after its receipt, the 'dak' should be seen by the officers concerned who would dispose of as many of the cases as they can or give necessary instructions as regards the manner in which these cases should be dealt with.

It may also be mentioned that, in order to improve the organisation and method of work and to attain a progressively increasing standard of efficiency, it is proposed to establish as soon as possible an 'Organisation and Methods Division' in the Ministry of Home Affairs which will keep this matter under constant review. (*Statement laid on the Table on the 8th June, 1951.*)

The draft of the Manual of Office Procedure, which will lay down detailed instructions in regard to every aspect of organisation and methods of work in Secretariat offices, has been circulated to all the Ministries/Departments for their comments and suggestions. These have since been received and the draft is under revision in the light of these comments. It may be mentioned that in order to improve the organisation and methods of work and to attain a progressively increasing standard of efficiency an 'Organisation and Methods Division' has been established which keeps this matter under constant review. (*Statement laid on the Table on the 9th July, 1952*).

Recommendations regarding methods of disposal of the work in the Secretariat—Establishment of an O & M Division.

An O & M Division has not yet been set up. One of the officers of the Ministry of Home Affairs, however, took the opportunity during his leave in United Kingdom last summer to receive training in O & M work at the U.K. Treasury. Preliminary proposals have been worked out on the basis of suggestions made by him and these are being examined by a special Committee with a view to formulating a detailed scheme for the approval of Government. It may be added that even after the O & M Division is established, it will be necessary to train up more officers in this type of work before any results can be expected.

Steps taken to rationalise the methods of disposal of work in the Secretariat.

Since the last report was made in July, 1952 Chapters II to VII of the revised Manual of Office Procedure were circulated to Ministries etc. with a request to bring the provisions contained therein into general use and to furnish a report at the end of three months as to the amendments and alterations, if any, required to be made therein as a result of experience gained. They were also invited to make arrangements for a systematic inspection of offices according to a prescribed pattern. Attention is invited to Shri R. A. Gopalaswami's D.O. letter* No. 10/10/52-RE, dated the 29th January, 1953 on the subject addressed to all Secretaries to the Government of India.

Chapters VIII to XIV have also since been revised. Printed copies will be circulated to the Ministries shortly for similar action.

*A copy of the revised draft Chapters (II to VII) of the Manual is attached. (Chapter I which purports to describe the machinery of Government and its component parts will be finalised after the Rules of Business have been published.) Attention is invited to paragraphs 31, 32, 48, 54, 55 and 56. When the provisions contained in these paragraphs are generally observed (and also strictly enforced) it is hoped that unnecessary noting by Assistants will be largely (if not totally) eliminated; and the method of disposal of work will be simplified and rationalised and work generally expedited.

(Ministry of Home Affairs O.M. No. 7/1/53-RE, dated the 4th May, 1953).

12

The present system of drafting and noting on files and of making inter-departmental references should be simplified. Secretariat instructions should lay down clearly in what cases Departmental references are necessary and where in doubt, the order of the Head of the Department must always be taken before making a reference to another Ministry or Department.

15

Noted. The position is that certain instructions already exist in regard to the method of noting and drafting. These are now being made comprehensive and embodied in the Manual of Office Procedure which is now under preparation in the Ministry of Home Affairs. These instructions will provide for the drafts and notes etc. being brief, clear-cut and simple. They will also indicate broadly the types of cases in which inter-departmental references should be made. In doubtful cases the orders of a sufficiently senior officer will be taken before a reference is allowed to be made. (*Statement laid on the Table on the 8th June, 1951*).

Manual of Office Procedure which has already been published provided for the disposal of as many cases as possible by the officers themselves at each level, *vide* paras. 26—30 in Chapter III thereof. This fully meets the recommendations made by the Estimates Committee.

(*Ministry of Home Affairs O.M. No. 12/1/56-Ests.(A), dated the 19th September, 1956*).

15

The field of selection for technical appointments should be broad based and widened so as to include larger categories of officers. Tests for recruitment of persons should be laid down but these tests should not be so hard that it will be difficult to find any one to satisfy the test.

A list of all the technically qualified personnel should be prepared

The recommendations are unexceptionable, and are, as a matter of fact, being followed in practice already. Procedural instructions in force provide that all direct appointments to higher technical posts should be made through the UPSC who give the widest possible publicity and also advice on the qualifications and conditions prescribed for appointment. Where the appointments are made on a tenure basis from State Services with or without consultation with the UPSC as the rules may require, the cases of all officers available and recommended for appointment are duly considered by the competent authority and a selection is made on merits.

*Not printed. The Manual of Office Procedure has since been published.

and added to from time to time so that the list may be consulted when making appointments to the various posts.

As regards appointments made to posts having a pay of Rs. 2000 p.m. or above, or to posts of heads of offices, etc., all such appointments are made only with the approval of Appointments Committee of Cabinet. This will secure that all posts are filled after the most careful consideration and by the selection of the best available officers

Government have already accepted the need for maintaining a list of technically qualified personnel. The UPSC have been requested to prepare and maintain these lists. (*Statement laid on the Table on the 8th June, 1951*).

15

19

(i) In each Ministry a senior officer should be made responsible to see that wasteful methods of working in the Ministry are avoided.

16

Attention is invited to the remarks against S. No. 8 in which it was stated that an "Organisation and Methods Division" has been formed in the Ministry of Home Affairs. This Division will be responsible for ensuring that the general procedure of work is placed on a modern and rational basis. It is intended that this Division will be in touch with the Heads of Divisions of other Ministries to secure uniformity in this matter as envisaged by the Committee. (*Statement laid on the Table on the 8th June, 1951*).

(ii) Amenities in the nature of Library, etc. should be provided to the staff working in a Ministry or Department.

Recommendation is accepted. Government have already decided that departmental canteens on the cafeteria model should be run on a 'no profit no loss' basis under the charge of local committees consisting of representatives of the Ministries to which they would cater. A general advisory committee consisting of representatives of certain Ministries, etc. has also been set up. There are proposals under active consideration.

- (a) for extending the scope and functions of this Committee so as to include not only the development of canteen facilities but also the provision of amenities for indoor and outdoor sports, reading rooms, etc;
- (b) for the provision of necessary funds; and
- (c) for the appointment of a Secretariat Welfare Officer to guide, promote and direct such activities.

The details are under active examination.

(Statement laid on the Table on the 8th June, 1951).

A Departmental Canteen has now been opened in South Block of the Central Secretariat. Arrangements are in progress for opening one more canteen in the South Block.

As regards the provision of amenities for indoor and outdoor sports, certain details are under consideration. *(Statement laid on the Table on the 18th September, 1951).*

Two departmental canteens for the supply of wholesome and cheap refreshments to the Secretariat staff have already been opened in the South Block of the Central Secretariat. Arrangements for opening another canteen are in progress. Similar canteens have been opened by other Ministries also.

As regards the provision of amenities for indoor and outdoor sports, certain tentative proposals have been formulated which are under detailed examination. *(Statement laid on the Table on the 9th July, 1952).*

A note on the subject is attached (Appendix IV).

(Ministry of Home Affairs O.M. No 12/1/56-Ests(A), dated the 19th September, 1956).

17(i)

20(i) The work-load of each person in the office should be laid down clearly and responsibility fixed at each level and on each individual, and steps should be taken to provide appropriate punishments in the case of defaulters.

As stated in the remarks against S. No. 5 above, it is intended shortly to subject the staff requirements of each Ministry to a critical examination and to formulate the minimum amount of work which individuals of various grades should reasonably be expected to carry out to achieve the object of economy consistent with efficiency. (*Statement laid on the Table on the 8th June, 1951*).

In the last statement it was stated that the Govt. intended to institute an objective examination of the strength of various Ministries. This examination has been started. (*Statement laid on the Table on the 18th September, 1951*)

20

23(i)

There should be a proper system of registering 'dak' only once in a Ministry and it should be registered either Centrally or Branch-wise and the system of having receipts counted several times should be avoided.

It may be stated that the receipts are not counted several times for assessing the staff requirements and the system in vogue is brief by as follows:

There is a Central Registry in each Ministry where all receipts are received and distributed to the various Sections concerned. At this Central Registrar, Assistants are not provided and only a few Clerks are authorised to do the purely routine work of registration. In the registers maintained in the Central Registry, only the barest particulars are recorded, e.g., number and date of the letters from whom received and the Section to which it is sent. The section diary, however, keeps fuller particulars, e.g., the subject matter, the Assistant to whom it is marked, the file to which it relates, etc.

The Section diary and the Central Register are maintained for different purposes. Whereas the latter helps to locate a given

receipt, the former not only gives a record of its further move-
ments and disposal, but also provides the basis for the prepara-
tion of returns and statements which have been provided with a
view to effecting a careful check on delays. The strength of
Assistants for a Section is fixed only with reference to receipts
pertaining to that Section and not on the combined Section diary
and Central Register figures.

(Statement laid on the Table on 8th June, 1951).

20 23(ii) A rule should be laid down that all
the incoming 'dak' of a Ministry
is disposed of by the officer con-
cerned on the day of receipt.

Attention is invited to the general remarks regarding office procedure
against S. No. 8. Whereas it may not be possible to dispose of
all cases on the day of their receipt, it will be ensured that they
are dealt with as expeditiously as possible.

(Statement laid on the Table on the 8th June, 1951).

CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

Sl. No. I	Ref. to para No. of the Report 2	Summary of Recommendations 3	Reply of the Government 4

2 3 The post of Additional Secretary is unnecessary and should be abolished. The posts of Joint Secretary, Deputy Director General and the like, which are created for supervisory duties should also be done away with. If in exceptional circumstances it becomes necessary to appoint a Joint Secretary he should be given independent charge of work and made finally responsible for it.

No post of Additional Secretary now exists in the Secretariat, the last one having been abolished with effect from the 1st of April 1951. There are two Heads of Attached offices who carry the status of *ex-officio* Additional Secretary. The question whether this arrangement should continue or not after the present incumbents vacate the posts is under consideration.

The posts of Joint Secretary and Deputy Director General are not merely supervisory posts but carry specific administrative or executive responsibility. In fact, generally speaking, these officers are very heavily worked.

These officers function more or less independently in respect of the work assigned to them, the Secretary retaining a very general supervisory responsibility for purposes of co-ordination. This is also in accordance with the recommendation of the Estimates Committee.

It is intended shortly to examine the staff requirements of the various Ministries. As result of such examination, necessary reductions in all the grades, including that of Joint Secretary, etc., will be effected.

(Statement laid on the Table on the 8th June, 1951).

In the last statement it was stated that the Govt. intended to institute an objective examination of the strength of the various Ministries. This examination has been started.

(Statement laid on the Table on the 18th Sept., 1951)

As stated previously a team of Officers was set up to carry out an objective examination of the staff requirements of various Ministries. This team has so far examined the Ministry of Food and Agriculture and the Ministry of Irrigation and Power and their attached and subordinate offices scattered all over India. Their recommendations envisage certain organisational changes and reduction in staff. These recommendations are being actively progressed with the Ministries concerned.

(Ministry of Finance D.O. No. I-EC/53 dated the 9th January, 1953)

- (i) The two Heads of Attached Offices who carried the status of *ex-officio* Additional Secretary, namely Shri A. N. Khosla, the then Chairman of the Central Water, Irrigation, Navigation Commission (now Central Water and Power Commission) and Shri Datar Singh, the then Vice President, Indian Council of Agricultural Research, have since vacated their posts. The later incumbents of the posts of Vice President, I.C.A.R., namely Sarvashri K.R. Damle, I.C.S., and R. S. Krishnaswamy, I.C.S., were also granted the *ex-officio* status of Additional Secretary.

* Note.—Sl. No. indicates the Sl. No. of the recommendations as given in the Appendix to the Second Report.

(ii) At present the following officers are holding the post of Additional Secretary/*Ex-officio* Additional Secretary:—

<i>Name of officer</i>	<i>Post held</i>
Shri G. R. Rajagopaul	Additional Secretary and Chief Draftsman, Ministry of Law.
Shri Datar Singh	Development Adviser for Kashmir and <i>ex-officio</i> Additional Secretary, Ministry of Home Affairs.
Shri M. S. Thacker	Director, Council of Scientific and Industrial Research, and <i>ex-officio</i> Additional Secretary, Ministry of Natural Resources and Scientific Research.
Shri B. R. Tandon, I.C.S.	Adviser (Programme Administration), Planning Commission and <i>ex-officio</i> Additional Secretary.

The recommendation in the late Shri N. Gopalaswamy Ayyangar's Report that the posts of Additional Secretary should be abolished in the Secretariat was considered by the Administrative Organisation Committee of the Cabinet in April 1954, and it was decided

4 5(i)

Those officers who are drawing salaries above Rs. 3,000 might be induced to surrender voluntarily all excesses over Rs. 3,000.

that in special circumstances and particularly in cases of appointment to administrative posts of persons who did not belong to any service but had attained eminence in their particular field of activity, it might be necessary or useful to confer the status of Additional Secretary when this did not necessarily involve any increase in emoluments and the grade of Additional Secretary, need not therefore, be formally abolished.

(*Ministry of Home Affairs O.M. No. 12/1/56-Ests.(A) dated the 19th Sept., 1956*);

The matter has been carefully considered. There are only 117 officers of this category. Out of these 22 officers hold statutory appointment, *e.g.*, Chief Justice and Judges of the Supreme Court, Comptroller and Auditor General, Judges of High Courts, etc.

These officers of the above category who are not holding statutory appointments are subject to a compulsory cut in pay which ranges between Rs. 250 p.m. to 500 p.m. Having regard to this and the rising cost of living as well as the fact that the number involved is very small, it would not be altogether equitable for the present to expect them to make further surrenders from their pay.

(*Statement laid on the Table on the 8th June, 1951*).

6 9

Messenger system should be introduced at once and considerable reduction in the posts of Class IV servants effected. Standards of educational qualifications should be laid down for the posts of messengers and men recruited accordingly.

The question of the introduction of the messenger system has been engaging the attention of Govt. for some time. The system had been tried in certain offices but the results have not been satisfactory. The system is again given a trial in two small compact organisations. *Further action will be taken after the results of this trial are known.*

1	2	3	4
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Of the two organisations in which the system was given a further trial, one has reported that the system has not proved a success. The experiment is being continued in the other organisation.

Meanwhile, alternative methods of securing a reduction in the strength of Class IV staff are under consideration.

(Statement laid on the Table on the 15th September, 1951)

The suggestion that the Class IV servants should possess a minimum standard of educational qualification is acceptable, but it may be pointed out that this could only apply to future recruits.

(Statement laid on the Table on the 8th June, 1951)

Of the two organisations in which the messenger service system was given a trial one has reported that the system has not proved a success. The results of the experiment in the second organisation are still awaited. Meanwhile alternative proposals for securing reduction in strength of Class IV Staff were circulated to the Ministries. Their views have been received and are under consideration.

As regards standards of educational qualifications, it has been decided that in the case of future direct recruits to the grades of peons, jamadar, daftry and record sorter in the Ministries of Government of India and their attached and subordinate offices the minimum educational qualification will be the Middle School Standard. It has also been decided that no minimum educational qualification can at present be prescribed for the grades of sweeper, farash and chowkidar, etc. Government servants belonging to these grades will not, however, be eligible for appointment as peons unless they satisfy the prescribed educational qualifications.

(Statement laid on the Table on the 9th July, 1952)

As stated against S. No. 2 the team of officers set up to carry out an objective examination of the staff requirements of various Ministries is also examining the strength of Class IV staff necessary for each Ministry. Meanwhile a ban has been imposed on the direct recruitment of Class IV staff in the Central Govt.

(Ministry of Finance, D. O. No. 1-EC/53 dated the 9th January, 1953)

The Ministries were generally not in favour of any downward revision of the existing authorised scales of establishment of peons for various grades of officers and staff. In their opinion the existing numbers were barely sufficient and any further reduction would affect efficiency adversely. Therefore, while not categorically abandoning the proposal, consultation with the Ministries was undertaken on a strictly limited proposal for effecting a reduction in the personal staff of some grades of senior officers. From the

replies received so far it is noticed that opinion is evenly divided. A few more replies are still awaited. It has not, therefore, been possible to take a final decision yet. In the circumstances the entire question should be regarded as still under examination.

In the meantime, in pursuance of the decisions taken on the recommendations made by Estimates Committee in the First Report, a special Reorganisation Team consisting of officers drawn from the Ministries of Finance and Home Affairs was appointed in February, 1952 to conduct an 'objective review,' of the organisation, work and staff requirements of the Ministries of the Government of India and their attached and subordinate offices. This Team has also been reviewing in detail the requirements of Class IV staff. It has so far completed the examination of the Ministries of Food and Agriculture, Irrigation and Power and Labour and their attached and subordinate offices. The results of the reviews so far made have shown that there is a scope for reduction in the number of peons and jamadars, a part of which is due to reduction proposed by the Team in the strength of Gazetted officers and other staff. The following figures are relevant :

Name of Ministry (incl. Attached and Subordinate Offices).	Existing Strength	Proposed Strength	Difference
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A. *Offices in respect of which complete agreements have been reached after detailed discussions with the Ministry.*

(1) Ministry of Food and Agriculture .	393	329	(—)64
<i>B. Other Offices</i>			
(1) Ministry of Food and Agriculture .	333	263	(—)70
(2) Ministry of Irrigation and Power .	261	178	(—)83
(3) Ministry of Labour . . .	283	252	(—)31

The figures shown under (B) above represent the total reductions suggested by the Special Reorganisation Team which may undergo revision as a result of further discussions with the Ministries concerned.

It is hoped that as a result of such reviews of other Ministries and Offices suitable reductions will be effected in the strength of their Class IV staff.

Minimum Educational Qualification for Class IV Servants

Necessary orders have since been issued prescribing Middle School Standard as the minimum educational qualification for future direct recruits to the grades of peons, jamadars, daftries and record sorters in the Ministries of Government of India and their attached and subordinate offices.

(Ministry of Home Affairs O. M. No. 7/1/53-RE dated the 4th May, 1953)

Strength of Class IV Staff

The position regarding the measures taken to bring about a reduction in the strength of Class IV Staff was explained. Orders have since been issued reducing the number of peons attached to Secretaries

Deputy Secretaries in the Ministries and Officers of equivalent status from two to one. These orders also enjoin that each regular section will have only one peon irrespective of its strength. It has further been decided, that the number of peons now sanctioned for special sections like Cash, Central Receipt and Issue etc., should be reviewed and refixed on an "as required" basis. This view is in progress. The ban on fresh recruitment of Class IV staff still remains in force.

(Ministry of Home Affairs O.M. No. 7/1/53-RE dated the 30th January, 1954)

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In the second organisation where the scheme was to be given trial on a limited scale, it was not found practicable to enforce it, in view of the acute shortage of Class IV staff in that office. It has been considered that this system can be introduced only when much better and intelligent class of persons are available to work as Class IV staff. Accordingly it has been decided not to proceed with the scheme any further.

2. In regard to the work entrusted for securing reduction in the strength of Class IV staff, a ban was placed on fresh appointments being made without prior consultation with the Home Ministry. This Ministry prepared a detailed statement of Class IV employees in the various Ministries and Offices of the Government of India in Delhi and on the basis of the scales adopted most organisations showed surplus staff under them. Accordingly when fresh demands for Class IV staff arose in

such organisations either on account of retirement of Class IV staff or creation of new posts under them, this Ministry insisted that the surplus staff should first be worked off before any fresh appointment was made. There were not more than a dozen persons in excess in all the offices in Delhi. The surplus staff in most of the Ministries has been transferred to Ministries/Offices who were deficit in strength. Hereafter all Ministries of the Government of India have been advised to implement the prescribed scale of Class IV staff and to make recruitment to these posts only through the Employment Exchanges without prior consultation with this Ministry.

(Ministry of Home Affairs O M. No. 12/1/56 Esrs. (A) dated the 19th September, 1956)

7 For Junior officers a pool of stenographers or steno-typists should be created at the scale of one steno-typist or stenographer for every two or three officers.

This is acceptable. A pool on the basis of one stenographer for two junior officers already exists but the question whether further economies could not be secured by providing stenographers at the scale of one stenographer per three such officers is under consideration.

(Statement laid on the Table on the 18th September, 1951)

The proposal was examined in consultation with other Ministries and after careful consideration, it was decided that the present scale of one stenographer for every two Under Secretaries or officers of equivalent rank should remain unchanged.

(Statement laid on the Table on the 9th July, 1952)

11 Financial Advisers, Economic Advisers and other Advisers should

Two questions arise in considering this recommendation, viz. (a) The duties of these advisory posts; and

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themselves attend to the problems which they have to tackle and their advice should not be circumscribed by the opinion of Assistants.

(b) the method of the disposal of work by the incumbents of these posts.

As regards (a), the position is that, excepting certain posts, e.g., Tuberculosis Expert and a few others, the rest of such posts carry definite status and functions like other corresponding posts which are not designated as Advisers. For example the Education Adviser to the Government of India is the Secretary to the Ministry of Education. The Financial Adviser (Defence Division) is the Finance Ministry's representative attached to the Ministry of Defence for dealing with all financial proposals of that Ministry. He is just like other Heads of Divisions accredited to other spending Ministries. The designation 'Financial Adviser' continues purely for historical reasons as a nomenclature well understood by the Defence Organisation. Representatives of the Ministry of Finance attached to other Ministries are no longer known as Financial Advisers but they carry the usual Secretariat designations.

As regards the procedure of work, attention may be invited to the remarks against S. No. 8, Chapter II.

(Statement laid on the Table on the 8th June, 1951)

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In order to avoid unnecessary delay in the day-to-day performance of the normal functions of a Ministry greater

This question can be satisfactorily pursued only after the Estimates Committee have had an opportunity of examining in detail the work of the Ministry of Finance. Without this it is hardly fair to generalise that "the control of the Ministry of Finance

financial powers in the field of minor items of expenditure should be devolved on the Heads of Ministries and Departments. The functions of the Ministry of Finance should be specified in more definite terms than they are at present with a view to ensuring that there are no unnecessary inter-departmental consultations and that the responsibility is properly distributed and shared by both the spending Ministries and the Ministry of Finance.

is more rigid on ordinary items of expenditure and perhaps lax on major items”.

For effective financial control it is necessary that there should be certain well defined rules which must be observed in all cases.

A proposal for relaxation of such a rule in an individual case which may appear to be a ‘minor item’ in itself, if accepted would form a precedent and similar relaxation would have to be considered in respect of numerous other cases. Thus such an item would cease to be a minor one and would ultimately involve considerable expenditure.

A departure from the rules can only be allowed in a case which presents special features which were not envisaged when the rules were framed. Relaxation of rules in such cases is made by the Finance Ministry.

So far as the major items are concerned, it is difficult to accept the contention that the financial control is lax, since all such items are subjected to a very careful scrutiny by the Ministry of Finance as well as the Standing Finance Committee of the Parliament. It may be stated that all cases of the following categories have to have the prior approval of the Standing Finance Committee before any expenditure can be incurred :

- (a) Any proposal the recurring cost of which exceeds one lakh of rupees ;
 - (b) Any proposal where the non-recurring expenditure exceeds Rs. 5 lakhs; and
 - (c) Any proposal which involves the creation of a ‘New Service’ however small the expenditure may be.
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As regards the delegation of powers, it may be stated that a considerable measure of delegation already exists. The question of what further delegation of powers can be safely made, e.g., in cases where the progress of work is being hampered by the absence of the delegation of powers, is under examination.

(Statement laid on the Table on 8th June, 1951)

*Please see remarks against Recommendation No. 82 of the Fourth Report.

(Statement laid on the Table on the 18th September, 1951)

14 Appropriate rules should be laid down to ensure that no persons are appointed under the Central Government on salaries which are disproportionate to their previous salaries in business or under State Governments.

17 Appropriate rules and scales of pay have been laid down for the various recognised services under the Central Government. Any person recruited to such services either through a competitive examination conducted by the U.P.S.C. or on passing the test laid down for the purpose, must be allowed the general scales of pay fixed for the service, irrespective of the salary that he might be drawing in business or under State Government.

Besides these recognised services there are certain *ad hoc* posts. Action has now been taken to prescribe the scales of pay for practically all such posts having regard to the duties and responsibilities attaching to such posts and the qualifications which the holders are required to possess.

These scales have been formulated in accordance with the general level of remuneration recommended by the Central Pay Commission.

Any individual appointed to these posts has his pay fixed on the scale of pay attached to the post. Normally, only the minimum of the scale is admissible. In the circumstances, no further action seems to be necessary.

(Statement laid on the Table on the 8th June, 1951)

(ii) In each Ministry or Department there should be a system of circulating weekly or fortnightly, a summary of the decisions that have been arrived at in the Ministry for information of all the other Ministries and Departments of the Government of India so that each one in the Secretariat is aware of what is happening in the other parts.

Broadly speaking, the decisions fall into the following three categories :

- (a) Decisions of a secret nature ;
 (b) Decisions of a general nature ; and
 (c) Decisions which are of interest only to a particular Ministry or Ministries.

As regard (a), it is clear that such a decision should not have a wide circulation and should only be communicated to those who are concerned.

Regarding (b), all decisions of a general nature are under present orders communicated to various Ministries and officers under

*Remarks against S. No. 82 of the Fourth Report :

Accepted. Orders have been issued enhancing the existing financial limits within which expenditure on petty works and repairs can be incurred by the Heads of Departments and Ministries.

them. The more important ones find a place also in the rules and regulations.

So far as (c) is concerned, whereas its general educative value is recognised it is felt that the circulation of such decisions will not be altogether worthwhile and would involve a considerable addition to work on account of consumption of stationery. This would particularly be inopportune at a time when we are pressing for economy in all directions.

The circulation of decisions of a general nature indicated at (b) above substantially meets with the recommendations of the Committee in this respect.

(Statement laid on the Table on the 8th June, 1951)

18 (i) An internal telephone exchange should be opened for each Ministry so that the load on the main exchange and also the expenditure on the direct line telephones is reduced.

21 The idea of an internal telephone exchange is a sound one and is acceptable. It may be stated that in certain Ministries, such a system already exists, but in extending the system to other Ministries, the following considerations arise :

(a) It should not cause any appreciable additional expenditure, particularly in the present state of financial stringency. The direct telephones at present are provided only to a limited number of officers. The internal telephone system would cover a much larger number of officers. It would also require the recruitment of efficient and qualified operators.

- (b) To prevent leakage of confidential and secret information, the operators would have to be thoroughly reliable. In fact in certain cases of senior officers, direct lines would still be necessary. The above points are under examination.

(Statement laid on the Table on the 8th June, 1951)

The question of the extension of the internal telephone system to the various Ministries where it has not already obtained has been examined in consultation with the Communications Ministry. For the following reasons it has not been found possible to extend the system at present:

- (a) Dearth of suitable equipment ;
- (b) Dearth of suitable technical personnel ; and
- (c) Extra expenditure particularly in view of the fact that in a number of cases, the various offices of a Ministry are scattered over different places and paucity of accommodation makes it impossible to put them together. There is also the consideration that even if an internal system is installed it will be necessary to maintain a certain number of direct lines to eliminate possible leakages through the operators.

(Statement laid on the Table on the 18th September, 1951).

A brief note on the progress of installation of PBX for Ministries is attached (Appendix V)

(Min. of Home Affairs O.M. No. 12/1/56-Ests. (A) dated the 19th Sept. 1956)

(iv) In case of trunk calls, whether made from an office telephone or a residential telephone a register should be maintained by each officer in which he should record the particulars relating to the trunk calls. This register should be inspected periodically by a senior officer of the Ministry to ensure that expenditure is met from the public fund only in the case of such trunk calls which have been made purely on official business.

The present practice is that in respect of bills for trunk calls which were made either from the official telephone or the residential telephone, the officer concerned is asked to certify in each case whether the call was private or official. In respect of private calls, the charges are recovered in cash. This ensures that the Government is called upon to pay for only official calls.

The system is working satisfactorily and the maintenance of a separate register by each officer will hardly serve any useful purpose besides causing a good deal of extra accounting work in its upkeep and subsequent check.

(Statement laid on the Table on the 8th June, 1951)

CHAPTER IV

REPLIES OF THE GOVERNMENT THAT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND ARE BEING PURSUED

*Sl. No. Ref. to para No. of the Report		Summary of Recommendations	Reply of the Government	Comments of the Committee
1	2	3	4	5
9	12	Proposals made by officers of a subordinate department or a Ministry must be attended to by officers of equivalent or higher rank in the receiving Ministry and should be disposed of without their being sent through the mill of Assistant to Secretary forwards and backwards.	Nos. 9 & 10 As regards the general procedure for dealing with work, please see remarks against S. No. 8, Chapter II which substantially meets with the recommendations made by the Committee.	The Committee are of opinion that there should be a precise definition of the responsibilities at each tier of the organisation and that there should be no overlapping of functions. O. & M. Divn. has been asked to see the original recommendations and the Ministry's remarks. O. & M.
10	13	Secretariat Officers should as a rule confine themselves to questions of policy and should devolve complete responsibility upon heads of the subordinate offices to carry out the day-to-day	It is considered that the adoption of a strict rule that proposals received from subordinate offices or other Ministries must always be attended to by officers of equivalent or higher rank in the receiving Ministry and should be disposed of without their being sent to the office, would have the following disadvantages :	

*Note—Sl. No. indicates the Sl. No. of the recommendations as given in the Appendix to the Second Report.

1	2	3	4	5
		administration in accordance with the policy.	<p>(a) It would mean that the work which could be dealt with by officers of lower status, would be done by officers of higher status, which is neither desirable nor necessary.</p> <p>(b) The consequential effect of (a) would be that the number of officers at all levels would have to be considerably increased with its obvious financial implications.</p>	<p>Division have also been addressed to state their views on the matter specially with reference to the elimination of certain tiers in the organisation of the Secretariat.*</p>

The suggestion that the execution of accepted policy should be left completely to the [H]eads of subordinate and attached offices is acceptable and, with this end in view, the Reorganisation wing of the Ministry of Home Affairs is carrying out a review. Owing, however, to the present unsettled conditions and the consequent difficulty of formulating firm policies in many respects, certain amount of overlapping is unavoidable at present.

(Statement laid on the Table on the 8th June, 1951).

Recommendations regarding disposal of policy questions.

The principle that the Secretariat Departments should confine themselves to making of policy and that the actual execution of accepted policy should be left completely to the Heads of Attached and Subordinate offices is being kept constantly in view by the Special Reorganisation Team which is reviewing the organisation of the Ministries of the Government of India. During the course of the detailed examination of the organisation of the Ministry of Food & Agriculture, the team found that there was intermingling of Secretariat and executive work in this Ministry both on the Food and Agriculture sides. It has accordingly recommended that :

- (1) A Directorate General of Food should be established to take over all executive work on the Food side. This proposal has been accepted by the Ministry of Food & Agriculture and necessary action is in progress to implement the recommendation ;
- (2) An Attached office should be set up on the Agricultural side with a suitable designation which would include work at

*The reply of the O & M Division was received after the Report was finalised and is reproduced at Appendix VII.

1	2	3	4	5
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present being done in the I.C.A.R. and also take over certain items of work of executive nature which are now being done in the Agricultural Wing of the Ministry. This suggestion has also been accepted in principle and details of the organisation to be formed for the purpose are being worked out.

In its report on the Ministry of Irrigation & Power, the Special Reorganisation Team has recommended that the Chairman, Central Water & Power Commission should not have any *ex-officio* Secretariat status and the existing arrangements whereby he enjoys the status of Additional Secretary in the Ministry should be discontinued. This has been accepted by the Ministry.

(Ministry of Home Affairs O.M. No. 7/1/53-RE, dated the 4th May, 1953).

A note on the subject is attached (Appendix VI).

(Ministry of Home Affairs O.M. No. 12/1/56-Ests (A), dated the 19th September, 1956).

(ii) Telephones at the residences of the officers should be installed only in such cases in which it is absolutely essential to provide such telephones.

(iii) Where telephones are installed at residences Government should make a rule to pay only for a limited number of calls which should be arrived at by taking an average of the calls that can normally be made on official business on a telephone. If only calls are made over and above this basic number, the officers concerned should be required to pay 50 percent of this additional charge.

The present practice is that residential telephones are provided after careful scrutiny and only in such cases where they are required in the interest of public service. It is agreed that, as private calls are also made from the residential telephones, the officers concerned should pay for such calls. As it would be difficult to keep an elaborate account of such calls, it is necessary to formulate a simple system to achieve the same. It is proposed, therefore, to treat 180 calls a month made from these telephones as free as representing calls made for official purposes. Any calls in excess of this number will be paid for by the officers concerned. Orders on these lines are shortly to be issued.

(Statement laid on the Table on the 8th June, 1951).

After careful examination of the question it was found that the number of calls on private account was small compared to the calls on official account. It also transpired that the number of telephones for which calls in excess of 180 per month were made was also relatively small and would involve recovery from individuals who made calls largely on Government account. In view of this and as the pro-

cess of recovery of charge on this basis would entail additional administrative and accounting work incommensurate with the savings to be realised, the Government on further consideration came to the conclusion that the question need not be pursued for the present.

(Statement laid on the Table on the 18th September, 1951).

*(Comments of the Committee:—*The Ministry may be asked to furnish a note regarding (i) the no. of officers who have put in more than 180 calls a month from the telephones installed in their residences and (ii) the no. of officers who have put in more than 360 calls a month from the telephones installed in their residences).

Further reply of Government.

It is not clear from the Estimates Committee's observations whether the requisite information is required only in regard to offices of the Govt. of India located in New Delhi/Delhi or it is required in res-

pect of offices of the Govt. of India located in other cities of India where there is "Message" rate system of telephones. Assuming that the information is required only in respect of offices located in Delhi/New Delhi a statement giving the requisite information is prepared and attached (Appendix I). The collection of this information involved considerable time and labour. Since 80% of the telephone connections of Ministries of the Govt. of India are issued in Delhi/New Delhi it should be possible for the Estimates Committee to formulate their views in this matter. In case the Committee require information in respect of offices located in other cities it may be mentioned that collection of such information will involve considerable time and labour which would hardly be worth-while.

(Ministry of Home Affairs O.M. No. 12/1/56
Ests (A), dated the 19th Sept., 1956).

Please see para 3 of
the Report (Chapter I).

The system of issuing telegrams and cablegrams or making trunk calls should be reduced to the minimum. The use of inexpensive surface mail should be made use of.

The recommendations are accepted. Instructions to that effect already exist. (Statement laid on the Table on the 8th June, 1951).

(*Comments of the Committee* :—

The instructions on the subject should include a procedure for a periodical review at a very high level of the number of telegrams, cablegrams, and trunk calls and where there is a considerable variation in the no., for a scrutiny of the reasons with a test check of actual cases.)

Further reply of Government.

While the need for the exercise of care and economy in the matter of issuing telegrams and making telephone calls cannot be disputed, an *ex-post facto* periodical review and a test-check of the kind suggested by the Estimates Committee is not likely to prove very fruitful. The propriety of using these means of communication in preference to the ordinary surface mail is a matter which is necessarily to be determined by the officer immediately concerned with reference to the circumstances of the moment. A review after a lapse of time would, therefore, necessarily involve digging into past events and circumstances which the reviewing officers may not

always be able easily to appreciate. And if this review is made at a high level, the results achieved may not be commensurate with the labour and expense which it would necessarily involve.

In this connection it may also be mentioned that—

(i) The existing instructions in the Manual and the departmental directions issued within Ministries and offices already enjoin upon officers authorising the issue of telegrams or making trunk-telephone calls to make use of these means of communications only when really necessary and with the maximum brevity possible. This is necessarily a matter which has to be determined very largely with reference to the circumstances of each case in which the officers concerned should normally be expected to be conscious of their responsibility and to exercise it with due care;

(ii) The expenditure on postal and telephone charges does come up for a review more than once during a year as a part of the normal budgetary review made by every controlling authority from time to time. This should provide sufficient occasions to detect any serious variation from the normal ; and

I	2	3	4
			(iii) A periodical review and test-check of the type proposed need not be insisted upon in view of the opportunity for exercising adequate control already available, <i>vide</i> (ii) above.
			(Ministry of Home Affairs O.M. No. 12/1/56 Ests (A), dated the 19th September, 1956.)

NEW DELHI,
The 1st December, 1956.

BALVANTRAY G. MEHTA,
Chairman,
Estimates Committee.

APPENDIX I

(Vide S. No. 18, Chapter IV)

Statement showing number of local calls made from the Residential Telephones in respect of various Ministries of the Government of India

S. No.	Name of the Ministry	Total number of residential connections.	No. of telephones from which L.C. below 180 per month is made.	Number of telephones from which L.C. between 180-360 were made.	No. of telephones from which L.C. above 360 per month were made.	No. of manual connections.
1	2	3	4	5	6	7
1.	Ministry of Information and Broadcasting.	19	6	5	5	3
2.	Ministry of Iron & Steel . . .	11	6	3	1	1
3.	Ministry of Home Affairs . . .	44	15	20	8	1
4.	Ministry of Health . . .	15	6	5	3	1
5.	Ministry of Food & Agriculture	42	11	17	13	1
6.	Ministry of Irrigation and Power	17	6	4	7	..
7.	Ministry of Labour . . .	13	2	8	3	..
8.	Ministry of Parliamentary Affairs	6	1	1	4	..
9.	Partition Secretariat . . .	3	2	1	..	..
10.	Ministry of Natural Resources & Scientific Research.	15	5	5	5	..
11.	Ministry of Production . . .	19	8	6	5	..
12.	Ministry of Transport . . .	15	6	5	4	..
13.	Ministry of Law . . .	26	13	9	4	..
14.	Ministry of Railways . . .	52	21	14	13	4
15.	Ministry of Rehabilitation . . .	19	4	10	5	..
16.	Ministry of Works, Housing and Supply.	20	6	10	4	..
17.	Ministry of Commerce & Industry	34	11	14	8	1
18.	Ministry of Education . . .	21	7	5	8	1

1	2	3	4	5	6	7
19.	Ministry of Defence . . .	36	11	13	10	2
20.	Ministry of External Affairs . . .	47	18	14	10	5
21.	Ministry of Finance . . .	63	32	19	11	1
22.	Ministry of Communications . . .	25	9	6	10	Nil.

NOTE : There are in all 21 Manual Residential connections in the various Ministries and as such local calls against those connections have not been shown.

APPENDIX II

(Vide S. No. 1, Chapter II)

The present position of review of rationalisation of work in certain Ministries of the Government of India.

With reference to Paragraph 2 of the Second Report of the Estimates Committee (1950-51), the present position of review of rationalisation of work in the Ministries is as stated below:—

2. In paragraphs 40 and 47 of his Report on the Reorganisation of the Machinery of Government, the late Shri Gopalaswami Ayyangar, then Minister for Transport, made recommendations regarding the steps to be taken for reorganising the establishment of the various Ministries. The Cabinet accepted the recommendation for setting up an Administrative Organisation Committee of the Cabinet to deal with the matters mentioned in paragraphs 40 and 47 of that Report and the Ministry of Home Affairs was made responsible for the preparation and implementation of the Reorganisation Schemes and the revision and drawing up of rules and regulations etc. connected therewith. Soon after the above decision was taken, it was decided at the highest level by the Cabinet to regroup and reconstitute certain Ministries. Further regrouping and reconstitution was also done a little later. These changes as well as the constitution of a new Ministry of Irrigation and Power and consequential reallocation of business among the Ministries concerned has already been intimated to the Lok Sabha Secretariat.

3. It may be seen from paragraph 40 as well as the explanatory tables subjoined to paragraph 47 of the Report of the late Shri N. Gopalaswami Ayyangar that what was contemplated was really a revision of the organisational pattern in each Ministry and Department of Government with a view to bringing about a rapid improvement not only in the methods of transaction of Governmental business (administrative and financial) but also in the calibre of personnel required. The objective of the Estimates Committee seems also to have been the same. The process involved a measure of rationalisation also from the point of view of securing economy of personnel as well as of expenditure and the objective generally was to rearrange the internal lay-out of posts in Ministries and Departments on scientific lines. Ultimately the need for reorganisation as above would have to be related to what might be the optimum size of the charge under each Ministry and Department at different levels.

4. The Ministry of Home Affairs have always considered that their part in the reorganisation according to the decision of the Cabinet was confined to examination of the internal organisation of each Ministry and Department with a view to securing maximum administrative efficiency consistent with economy and did not extend to tendering advice on the regrouping and re-constitution of Ministries. That this view is correct is also borne out by the fact that some of the existing Ministries have been split up and subjects re-allocated from one Ministry to another during the last few years without a reference to the Ministry of Home Affairs.

For example, the Ministry of Works, Production and Supply was reconstituted in June, 1952 into (1) Ministry of Works, Housing and Supply ("Housing" being transferred thereto from the Ministry of Health), and (2) Ministry of Production; again in January, 1955, the Ministries of Home Affairs and States were amalgamated into the Ministry of Home Affairs and, later in the year a new Ministry of Iron and Steel was set up with certain subjects transferred from the Ministries of Production and Commerce and Industry. The subject "Cottage Industries" was transferred from the Ministry of Commerce and Industry to the Ministry of Production. These orders were issued from the highest level, and the fact that it should be so had been recognised in the Ministry of Home Affairs even while the recommendations of Shri Gopalaswami Ayyangar and the steps that should be taken to implement the Cabinet decisions thereon were under consideration. Decisions pertaining to the creation of new Ministries and allocation of subjects as between one Ministry and another are appropriately taken on the advice of Ministers in whose charge the respective Ministries are, and it may not lie strictly within the province of the Ministry of Home Affairs to assume controlling and coordinating jurisdiction with respect to these matters.

5. As regards rationalisation and reorganisation of the internal lay-out of posts in each Ministry or Department, the Special Reorganisation Unit of the Ministries of Finance and Home Affairs which has been in existence for some time now has been entrusted with the task of examining the organisational pattern and assessing the staff requirements of each Ministry and Department and making recommendations for a suitable reorganisation with adequate complement of staff so as to ensure the maximum economy consistent with efficiency. The recommendations made by the Unit have either been accepted for implementation by the Ministries concerned or are still in the stage of consideration. Till now the Unit has examined and made recommendations on the following Ministries and Department:—

1. Ministry of Food and Agriculture (Food Wing only) and 33 offices under it.
2. Ministry of Irrigation and Power and 2 offices under it.
3. Ministry of Labour and 13 offices under it.
4. Ministry of Communications and 13 offices under it.
5. Ministry of Transport and 18 offices under it.
6. Ministry of Health and 5 offices under it.
7. Ministry of Works, Housing and Supply and 9 offices under it.
8. Ministry of Commerce and Industry and 13 offices under it.
9. Three offices under the Ministry of N.R. & S.R.
10. Office of the U.P.S.C.
11. Department of Parliamentary Affairs.

The Unit is at present engaged in the preparation of reports of the following Ministries and offices which have been reviewed:—

I. Ministries

1. Ministry of Law.
2. Ministry of N.R. & S.R.

II. Attached Offices and Subordinate Offices

(Ministry of C. & I.)

3. Office of the Textile Commr., Bombay.

(Ministry of N. R. & S.R.)

4. Indian Bureau of Mines.

5. Indian School of Mines and Applied Geology, Dhanbad.

(Ministry of W.H. & S.)

6. Office of the Controller of Printing and Stationery.

7. Subordinate offices of the C.P.W.D.

(Ministry of Production)

- . Coal Commissioner's Office.

9. National Instruments Factory, Calcutta.

10. Salt Commissioner's Organisation (except Madras region).

The Unit is at present engaged in review of the following:—

1. Ministry of Defence (Sectt.).

2. Communications Division (Ministry of Finance).

6. The Finance Minister in paragraph 51 of his speech introducing the Budget for the year 1956-57 has referred to the appointment of a high level committee which will go into the problem of avoidance of all unnecessary waste in governmental expenditure. It is possible that this high level committee may also go into the question of rationalisation of work in Ministries.

APPENDIX III

(Vide S. No. 3, Chapter II)

*Note regarding implementation of the Indian Civil Administration
Cadre Scheme.*

Item (i) The Indian Civil Administration (Central) Cadre Scheme was reconsidered in April, 1954 at the Conference of Chief Secretaries of the State Governments. The scheme was re-examined on the basis of the Chief Secretaries' recommendations and in the light of the increased manpower requirements of the Central Government as a result of the successive five year plans. It has now been decided that, while as many I.A.S. officers as are available from the State Governments should be obtained on deputation to the Centre, there should be no Central cadre of the I.A.S. as such. The senior posts at the Centre should be filled from the following sources:—

- (1) Officers on deputation from the State Cadres of the I.A.S.
- (2) Officers on deputation from certain specified Central Services Class I.
- (3) Officers from the Selection Grade Cadre of the Central Secretariat Service, and
- (4) Officers recruited direct on the basis of their specialised qualifications and experience outside Government.

It has also been decided that a Central Administrative Pool of Officers divided into two branches—

- (a) the Economic Branch, and
- (b) the General Branch.

should be constituted from among the officers drawn from the sources referred to above. The constitution of such a pool of officers earmarked for service at the Centre was considered necessary in view of the increasing need for specialisation in Central posts. The Scheme is expected to be finalised shortly.

Item (ii) The periods of deputation for the Secretariat posts are given below:—

Secretary	5 years with the Central Government having the option to extend the tenure for another period of 5 years.
Joint Secretary	5 years.
Deputy Secretary	4 years.
Under Secretary	3 years.

It may be stated in this connection, that when an Officer is appointed to a higher grade while holding a tenure post, he, with the concurrence of the State Government on whose Cadre he is borne, commences a fresh tenure in this higher post. Non-Secretariat posts are equated to Secretariat posts for determining the tenure period.

The number of I.A.S. officers (State-wise) who have exceeded the normal tenure of deputation to the Centre is given in the statement at Annexure I. The number of I.A.S. officers (State-wise) on deputation to the Centre is given in the Statement at Annexure II. The Government of India themselves are anxious that the tenure period is strictly adhered to and every effort is being made to return as many officers as possible to the States on completion of the normal tenure.

Item (iii) No officer (other than those in the Finance Commerce Pool) has so far been appointed to a senior post in the Secretariat other than on a tenure basis.

Item (iv) The records of this Ministry show no instance in which orders of reversion of an I.A.S. officer to the State Cadre were later on cancelled.

ANNEXURE I

Statement showing the number of I.A.S. officers (State-wise) who have exceeded the normal tenure of deputation to the Centre.

Serial No.	Name of the State on whose cadre the officer is borne	Number of Officers
1	2	3
1	Andhra	3
2	Assam . . . . .	..
3	Bihar	2
4	Bombay	5
5	Madhya Pradesh	9
6	Madras	5
7	Orissa	3
8	Punjab	2
9	Uttar Pradesh	12
10	West Bengal	6
11	Hyderabad . . . . .	..
12	Madhya Bharat . . . . .	..
13	Mysore . . . . .	..
14	PEPSU . . . . .	..
15	Rajasthan . . . . .	..
16	Saurashtra . . . . .	..
17	Travancore-Cochin . . . . .	..
18	Vindhya Pradesh . . . . .	..
GRAND TOTAL		47

ANNEXURE II

Statement showing the number of I.A.S. officers (State-wise) on deputation to the Centre in Posts of Secy./J.S./D.S./U.S. or other equivalent posts.

Serial No.	Name of the State on whose Cadre the officer is borne	Secretariat or Equivalent posts.			Total
		Secy./ J.S.	D.S.	U.S.	
I	2	3			4
1	Andhra	6	3	..	9
2	Assam	3	2	1	6
3	Bihar	12	6	..	18
4	Bombay	15	4	3	22
5	Madya Pradesh	17	4	1	22
6	Madras	13	12	2	27
7	Orissa	4	7	1	12
8	Punjab	15	2	..	17
9	Uttar Pradesh	33	28	2	63
10	West Bengal	19	7	..	26
11	Hyderabad	1	7	1	9
12	Madhya Bharat . . . .	..	..	..	..
13	Mysore	1	1	1	3
14	PEPSU . . . .	..	2	..	2
15	Rajasthan . . . .	..	4	..	4
16	Saurashtra . . . .	..	1	1	2
17	Travancore-Cochin . . . .	..	2	1	3
18	Vindhya Pradesh . . . .	..	2	..	2
GRAND TOTAL		139	94	14	247

APPENDIX IV

(Vide S.No. 16, Chapter II)

Note regarding canteens and provisions of Amenities.

Canteens

A General Advisory Committee for Canteens was constituted in 1951 to look after the Departmental Canteens opened for the Central Government Servants working in Delhi/New Delhi. This Committee consists of representatives of Ministries of Finance, Works, Housing and Supply, Commerce and Industry, Labour, Health and Estate Office. In addition, the Officer on Special Duty, Nutrition and Health Officer, Central Public Works Department are also associated with the Committee.

The functions of the Committee are as follows:—

- (i) to see that canteens are running properly.
- (ii) to arrange for proper checking of accounts.
- (iii) to redress complaints made by the staff and to adopt suitable measures to improve the working of canteens.
- (iv) to fix prices of fruits sold in the canteens.

The main object of the Committee is to see that arrangements should exist for the staff to get refreshments inexpensively and in decent surroundings.

2. Since the inception of the Committee all the Tiffin Rooms run by contractors in the North and South Blocks except the Officers' Tiffin Rooms have been converted into canteens, which are functioning under the various Local Departmental Committees.

3. Similarly, most of the Tiffin Rooms run by contractors in other buildings have also been converted into canteens. Efforts are also being made to convert the rest of the Tiffin Rooms run by contractors into canteens.

Amenities

4. In pursuance of the recommendations of the Estimates Committee that amenities in the nature of library etc. should be provided for the staff working in the Ministries, a Secretariat Staff Welfare and Amenities Committee was constituted in 1953 to organise literary, social and recreational activities for the staff of the entire Secretariat and attached and subordinate offices in Delhi so as to promote healthy relations between the various grades of staff. This Committee consists of 3 permanent members representing the Ministries of Works, Housing and Supply, Finance and Health and six members representing other Ministries by rotation annually. As the Ministry of Home Affairs is responsible for operating the amenities grant, the Chairman of the Committee is a Deputy Secretary of the Ministry of Home Affairs. In view of the expansion of activities meetings of the Committee are now being held under the Chairmanship of a Joint Secretary.

The Under Secretary in charge of the Staff Welfare Section in the Ministry of Home Affairs functions as Secretary of the Committee. A Staff Welfare Officer appointed in the Ministry of Home Affairs in May 1954 is also associated with the Committee.

5. The following are the functions of the Committee:—

1. To determine the principles on which grants are to be distributed to the various Ministries.
2. To arrange for sports in various localities and play-grounds for outdoor games for the entire Secretariat.
3. To make over-all arrangements for recreational activities.
4. To arrange for accommodation for indoor games and other recreations etc., where the Ministries concerned themselves cannot settle this matter locally or in consultation with the Estate Office.
5. To arrange for tournaments at fixed intervals.
6. To consider the question of giving grants to sports clubs functioning in various localities.

It is also the aim of this Committee to give all possible encouragement and guidance to the staff in matters affecting their common welfare.

6. The meetings of the Committee are held four or five times in a year.

7. The following eight Sport-Boards are functioning under the Secretariat Staff Welfare and Amenities Committee :—

- | | | | | |
|----|---------------------|---|---|---------------------|
| 1. | Central Secretariat | . | . | Tennis Board. |
| 2. | Ditto | . | . | Cricket Board. |
| 3. | Ditto | . | . | Hockey Board. |
| 4. | Ditto | . | . | Football Board. |
| 5. | Ditto | . | . | Volleyball Board. |
| 6. | Ditto | . | . | Badminton Board. |
| 7. | Ditto | . | . | Table Tennis Board. |
| 8. | Ditto | . | . | Indoor Games Board. |

The main functions of the various Boards are:—

- (i) to conduct inter-Ministry tournaments;
- (ii) to select representative Secretariat teams to participate in tournaments conducted by other organisations; and
- (iii) to take all possible measures to promote general interest in the games.

8. As a result of the various measures taken by or under the directions of the Secretariat Staff Welfare and Amenities Committee, both out-door and in-door games are now becoming very popular amongst all grades of staff. They are also getting more and more facilities every year to participate in these games and to come into close contact with each other. However, a good deal more will have to be done if the recommendation of the Estimates Committee is to be fully implemented. Further plans for the provision of additional amenities and on a much larger scale are therefore under consideration.

9. Prior to the formation of this Committee the Ministry of Finance was distributing grants-in-aid to the various Ministries individually for the provision of recreational facilities. On the recommendation of the Amenities Committee, the Finance Ministry discontinued this practice and from the financial year 1952-53 onwards, a consolidated grant is being placed at the disposal of the Home Ministry. The Amenities Committee in turn allocate the amount to different Ministries of the Government of India.

10. Two Recreations Halls—one for the North Block and the other for the South Block—were set up in the year 1955, where newspapers, magazines and periodicals have been provided. A small library is also maintained in the South Block Hall.

In addition arrangements also exist for the Indoor Games, *e.g.*, Table Tennis, Carrom, Chess etc. These halls are open to all Government Servants and all expenditure thereon is met from Government funds.

APPENDIX V

(Vide S. No. 18, Chapter III)

A brief note on the progress of installation of PBX for Ministries.

At present there are 11 private branch exchanges, auto or manual, of different capacities for the use of different Ministries of Government of India in New Delhi. The list of Ministries and the capacities of these exchanges are summarised below: —

Name of Ministry	Capacity	Working Lines	Remarks
1. Ministry of Food and Agriculture.	20+100	88	
2. Ministry of External Affairs	10+50	47	Will be replaced by a 100 lines Board.
3. Development Commissioner, Ministry of Commerce and Industry.	10+50	50	Has been replaced by a 100 lines Board.
4. Chief Settlement Commissioner, Ministry of Rehabilitation.	2+8	8	
5. Regional Settlement Commissioner, Ministry of Rehabilitation.	5+20	9	
6. Ministry of Commerce and Industry.	20+100	97	To be replaced by 200 lines auto-Board.
7. Ministry of Home Affairs	10+50	50	Auto.
8. Ministry of Works, Housing and Supply.	10+50	50	Auto.
9. Ministry of Iron and Steel	5+20	19	

In addition to these, demands for adding more boards are pending with the District Manager, Telephones, New Delhi. Among these, the important demands are those of Ministry of Health (20+100 lines Board), Ministry of Food and Agriculture, Queen Victoria Road (20+100 lines Board), Ministry of Home Affairs and Ministry of Education (Auto Boards 10+50) lines. These works are likely to be carried out in the next 3 or 4 months time.

APPENDIX VI

(Vide S. Nos. 9-10, Chapter IV)

Notes regarding disposal of cases in Ministries etc.

The Special Reorganisation Unit of the Ministries of Finance and Home Affairs has since examined the working of and given recommendations on the following Ministries:—

1. Ministry of Food and Agriculture (Food Wing only).
2. Ministry of Irrigation and Power.
3. Ministry of Labour.
4. Ministry of Communications.
5. Ministry of Transport.
6. Ministry of Health.
7. Ministry of Works, Housing and Supply.
8. Ministry of Commerce and Industry.
9. Ministry of Natural Resources and Scientific Research.

2. The Unit made the following suggestions in the light of this specific recommendation of the Estimates Committee—

1. *Ministry of Food and Agriculture*

- (i) The executive functions performed by the Food Wing should be separated from the main Ministry and that a Directorate General of Food should be established for this purpose with the status of an attached office. This recommendation was accepted and put into effect.
- (ii) While reviewing the organisation of the office of the I.C.A.R. it was recommended that certain items of work of an administrative and executive nature, *e. g.* administrative control of Commodities Committees and Research Institutions, should be transferred to the office of I.C.A.R.

2. *Ministry of Communications :*

- (i) The Wireless, Planning and Co-ordination Branch which performed work largely of a technical and executive nature should be separated from the Ministry and constituted into an independent attached office.
- (ii) For the same reasons the S.R.U. thought that the Railway Inspectorate which formed part of the main Secretariat should have the status of an attached office, but in view of the very small size of the unit, its separation was not considered practicable and economical.

3. *Ministry of Transport (Roads Wing) :*

The S.R.U. recommended the separation of the technical aspects of the work from the non-technical, but it was ultimately decided to retain the mixed set up as the most suitable to deal with the particular business in the most efficient and economical way.

4. In consonance with the same principle the Ministry of Information and Broadcasting have established the Directorate of Advertising and Visual Publicity and the Ministry of Transport have decided to create a new office with the designation of Directorate General of Tourism.

APPENDIX VII

(*vide* S. Nos. 9 & 10, Chapter IV)

Views of the Cabinet Secretariat, O & M Division regarding the recommendations in paras 12-13 of the Second Report of the Estimates Committee.

S. No. of the recommendations	Ref. to para No. of the Report.	Decision of the Estimates Committee	Views of the O & M Division.
9-10	12-13	<p>The Committee are of opinion that there should be a precise definition of the responsibilities at each tier of the Organisation and that there should be no overlapping of functions. The original recommendation and the Ministry's remarks should be seen by the Organisation & Methods Division. O & M Division may state their views on the matter specially with reference to the elimination of certain tiers in the Organisation of the Secretariat.</p>	<p>(1) <i>Para 12 of the Estimates Committee's Second Report.</i></p> <p>The O & M Division has been conscious of the need, and has been doing its best to eliminate unnecessary noting in the examination of proposals at lower levels and the time and effort lost in the movement and submission of papers all along the whole range of usual hierarchy. The following may be cited as the 'practical' steps taken in this direction at the instance of the Division :—</p> <p>(i) The new Manual of Office Procedure which came into use in July 1954, provides (<i>vide</i> paragraphs 13 to 17) that all papers of importance shall be submitted right at the desk stage to the Branch Officers and higher officers <i>who would seek or give directions as to the right course of the action before any examination is started at lower levels.</i></p>

- (ii) Since August 1955, the Home Ministry introduced the procedure of "personal submission" of dak by the Section Officer concerned to the Deputy Secretary in charge. At a pre-arranged time every day the Section Officer takes all 'major' dak direct to the Deputy Secretary who gives appropriate directions not only about the course of action to be taken on each receipt *but also about the level at which it will be given first consideration* and whether it will require submission to a higher officer for a final decision.

After a trial in the Home and Commerce & Industry Ministries, the system was recommended by the O & M Division to other Ministries. A copy of the Home Ministry, O & M Office Circular No. 13 dated the 13th August, 1955 which describes the procedure in detail will be found at pages 21 to 23 of the printed pamphlet containing O & M circulars etc. issued during 1955-56.

- (iii) In September last a new pilot experiment was launched in a few selected sections in almost every Ministry. The composition of the new sections has been reorganised in a way which would ensure that *there will be no noting whatsoever at the Assistant's level*. No paper received in the section will be handled by any person lower than a Section Officer *who will in all major matters personally obtain directions from the Branch Officer and Deputy Secretary with regard to the course of action to be adopted including the level to which the case will have to be submitted*. The Section Officer will himself dispose of as many papers as he can and will submit others with the minimum of noting directly to the appropriate officer and *not through the usual channel*.
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2. Thus the efforts of the O & M Division are already directed towards securing expeditious disposal of papers "without their being sent through the mill of Assistant to Secretary forwards and backwards". The changes in procedure will ensure that proposals emanating from another Ministry or from an attached and subordinate office would receive the attention of an appropriate officer right at the initial stage.

(2) *Para 13 of the Estimates Committee's Second Report.*

It is already the accepted policy of Government that the Secretariat Departments should broadly confine themselves to policy and the execution of policy should be entrusted to executive organisations like attached and subordinate offices. The existing organisational set up, by and large, conforms to that pattern.

(*Cabinet Secretariat O. M. No. 9/11/55-O & M. dated the 11th December, 1956.*)

